



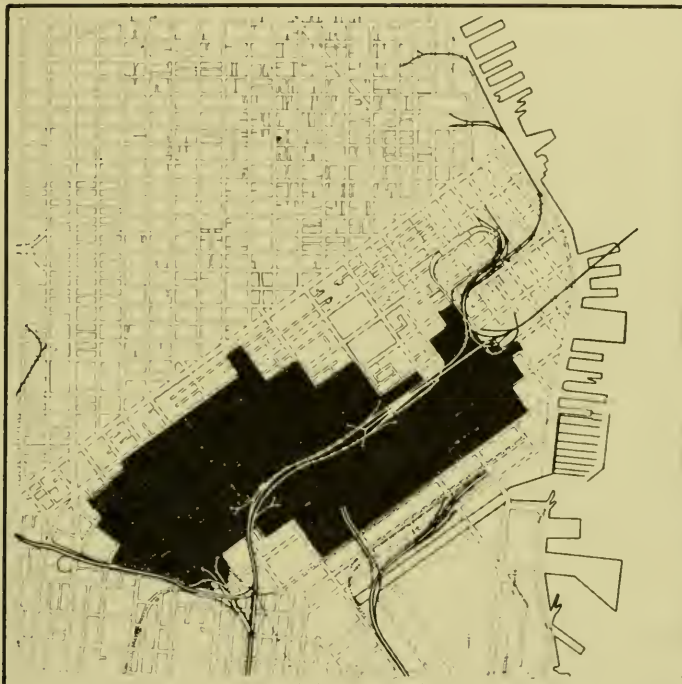
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PROPOSAL FOR ADOPTION

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

JUNE 1988

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SOUTH OF MARKET PLAN

PROPOSAL FOR ADOPTION

San Francisco Department of City Planning

City and County of San Francisco

June 1988

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SOUTH OF MARKET

INTRODUCTION

The South of Market Area Plan contains goals, objectives and policies for the conservation and development of the South of Market area of San Francisco. The Plan is accompanied, in a separate document, by proposed permanent zoning controls (Planning Code amendments) which would set forth the rules for new development. The Plan and implementing Planning Code amendments would guide, well into the next century, the location, intensity and character of new and expanded business and residential activity, the buildings which house those activities, and the public facilities and resources provided within the area covered in the Plan. In addition to recommending development policies and zoning rules, the Plan recommends measures to be undertaken by other city agencies which would improve the physical environment and general neighborhood livability of the South of Market (SOM).

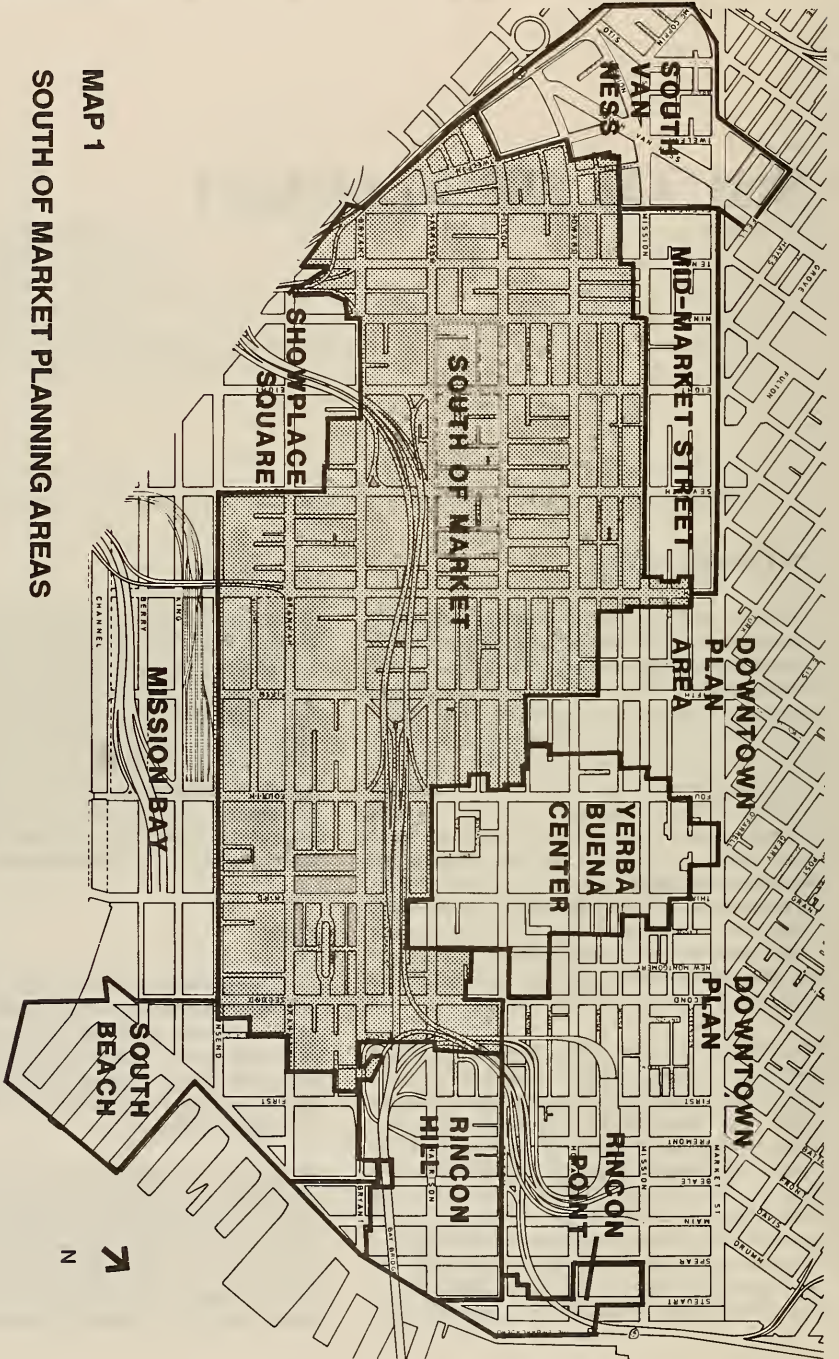
The South of Market Area Plan is the result of a comprehensive and thorough analysis of the physical, social, cultural and economic conditions and forces within the SOM. The study identified both existing community characteristics, problems and amenities as well as the types of development pressures and market forces that may affect the SOM over the next 20 years. The Plan area encompasses about 460 acres representing 70 percent of the total South of Market land area (see Map 1). The area outside the Plan study area, yet within the greater South of Market area (e.g. C-3 office district, Yerba Buena Center, Rincon Point, Rincon Hill, South

Beach), has undergone previous planning analyses and is subject to land use controls and development scenarios as described in each of their respective subarea plans. This study looked at the SOM in context of those proposed plans as well as within the context of citywide housing and commercial space demand and resources, and existing and anticipated market pressures affecting peripheral neighborhoods such as the North of Market housing, retail and office districts, Mission Bay, Showplace Square, South Van Ness Avenue, and the Port of San Francisco's development proposals.

Issues

The South of Market Area Plan recognizes that the SOM functions quite successfully as a healthy, vibrant and stable residential and business community. This is particularly true for the area's low-income residents and location- and rent-sensitive small businesses serving the City's broader resident population and downtown visitor and office industries.

The Plan also recognizes the need to provide a mixture of employment opportunities, especially for San Franciscans, while maintaining and facilitating the expansion of a very important segment of the City's overall economic base—the light industrial, home and business service industries. It is important to protect these business activities, and the types of spaces and transport



MAP 1
SOUTH OF MARKET PLANNING AREAS

systems they need, in order to maintain the City's economic diversity and to facilitate the kind of entrepreneurial spirit and inventive forces which create new technologies, new services and business opportunities which are essential to the sustained health and vitality of the city and region. The SOM is uniquely qualified to provide this creative environment because of the types of small, attractive and affordable commercial/industrial spaces available in the neighborhood and because of the rich diversity of peoples, cultures, fashion, art and business found within the SOM and the strong sense of community they share. Finally, the Plan recognizes the need to preserve existing housing resources as the primary means of providing low- and moderate-income affordable rental housing units.

GOALS

The primary goals of the South of Market Area Plan are to:

- Protect and facilitate the expansion of industrial, artisan, home and business service, and neighborhood-serving retail and community service activities.
- Protect existing economic, social and cultural diversity.
- Preserve existing housing and encourage the development of new, affordable housing.
- Preserve existing amenities and improve neighborhood livability for South of Market residents, workers and visitors.

To achieve these goals the Plan proposes policies and recommends implementing actions which would:

- Allow construction of enough new industrial and commercial space to accommodate the anticipated growth and expansion of the City's small scale light industrial, home and business service, and artisan business activities;
- Provide enough space for neighborhood-serving convenience retail and community service activities for residents, workers and visitors;
- Preserve the area's existing sound, and often irreplaceable, affordable housing and industrial building stock;
- Maintain the existing pleasant scale, character and intensity of building form and residential and commercial/industrial activity;
- Encourage, through flexible zoning standards, new affordable housing resources;
- Facilitate the maintenance and strengthening of the rich social, cultural and economic diversity of the area through the preservation of affordable residential and commercial space, and the establishment of broad and flexible mixed use zoning controls; and
- Encourage the improvement of neighborhood livability through increased public transit service combined with improved parking management programs; additional open space and recreation resources; increased health and human service facilities for area residents; and improved environmental health maintenance activities such as sidewalk repair and cleaning, trash removal, and rodent eradication programs.

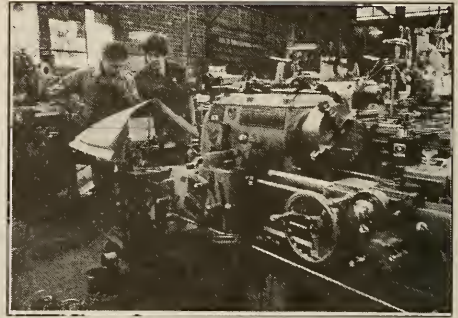
OBJECTIVES AND POLICIES

BUSINESS ACTIVITY

The South of Market has functioned as a service center and a home to the city's service workers since it was first settled in the late 1840's. Despite the many changes, the South of Market continues to function as an important element in maintaining the health and stability of the city's broader economic base and cultural diversity.

There are over 3,000 businesses located within the industrially-zoned lands south of Folsom Street. Although these businesses are very diverse, many of them do share some similarities. They are generally:

- Small, healthy and expanding businesses with less than twenty employees;
- Service or light industrial businesses;
- Located in spaces of less than 10,000 sq. ft.;
- "Rent sensitive" (cannot afford much higher rents);
- "Location sensitive" (need to be close to their downtown clients, other ancillary businesses in the SOM, or freeway access);
- Stable, having been in the South of Market for ten or more years; and
- Desirous of staying in the South of Market.

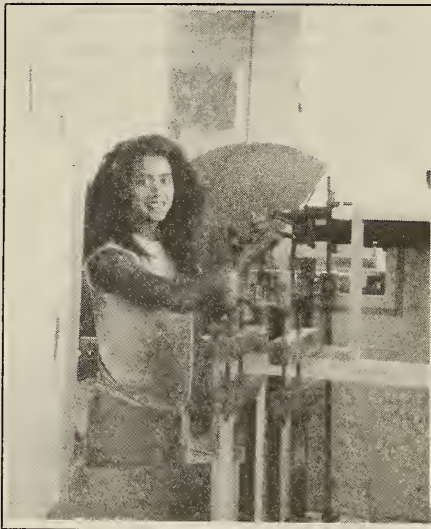


A great many SOM businesses do business with one another—purchasing materials needed to produce their own goods and services, and hiring local businesses to service their own business management, transportation, communication and building and equipment maintenance needs.

In some economic sectors, related businesses concentrate and locate in close proximity to one another. Printers, typographers, photographers, film and camera suppliers, graphic artists, and other similar suppliers tend to locate next to one another. Clothing manufacturers tend to locate next to the cutters, wholesale thread outlets, machine repair shops, apparel designers, and wholesale distributors. Some businesses concentrate for the convenience of the customer—comparison shoppers or patrons who wish to have a choice of facilities within walking distance such as the Ninth Street furniture showrooms, the Folsom Street dance halls, bars and restaurants, the Second and Third Streets clothing outlets, and the Eleventh Street auto repair services.

Many SOM businesses are specialty manufacture or service activities that serve a broader, citywide and regional market. Some primarily serve the downtown tourist and office industries.

The SOM business community consists primarily of many small businesses that require small, low-cost space in close proximity to the downtown visitor and office industries. However, because of the area's proximity to the downtown business center, a number of older SOM businesses have lost their space to new, higher income-generating and rent-paying businesses. These higher rent-paying businesses include architects, designers, lawyers, wholesale distributors without on-site storage of goods, consultants, wholesale showroom



businesses, data processors, and other “back office” tenants who are attracted to the SOM environment and to the lower office rents than are found in the downtown high rise district. SOM artists, in particular, have lost a significant amount of loft studio “live/work” space to office conversions.

The competition for space, particularly small space (3,000 to 5,000 sq.ft.), by higher intensity and higher rent-paying uses has endangered the unique fabric and function of parts of the SOM as a convenient, low-cost and reliable service center of business activities which service and maintain the rest of the city’s major economic and cultural forces.

In the area south of Folsom Street numerous industrial buildings have been converted to office use. Over time conversions of industrial space to office activity would be expected to continue unless they are controlled.

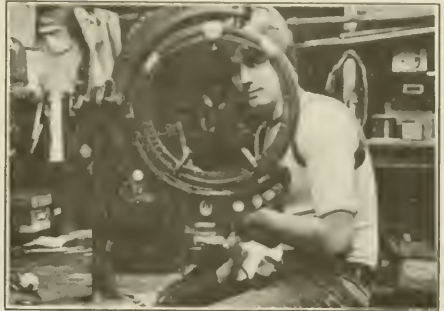
OBJECTIVE 1

PROTECT EXISTING INDUSTRIAL, ARTISAN, HOME AND BUSINESS SERVICE, AND NEIGHBORHOOD-SERVING RETAIL, PERSONAL SERVICE AND COMMUNITY SERVICE ACTIVITIES AND FACILITATE THEIR EXPANSION.

POLICY 1

Exclude uses which are more lucrative than light industrial/business service space in areas where that space predominates. Restrict the location of new, more lucrative uses to certain specific and discrete subareas within the South of Market.

Office, retail, nighttime entertainment, and wholesale showroom activities generate more income/sales per square foot of space and can therefore pay higher rents than can most SOM industrial or service activities. In addition, they attract a clientele and workers that desire and demand very different kind of building spaces, transit services, parking resources, streetscape environments, and retail service activities than are presently found throughout the SOM. These activities should be located elsewhere in the SOM. If these uses were not allowed within the western SOM, the existing business service and industrial functions and artist community



would be able to compete more successfully for available space. Over time, these service/industrial businesses could expand and new such space could be developed on available land. Because each of these discrete business activities share similar space needs and require similar support services, concentration helps to develop a “critical mass” or density of similar activities and clientele which makes economically feasible the investment in parking facilities, landscaping and service-oriented retail activities.

POLICY 2

Provide sufficient land and building area to accommodate the growth and expansion of light industrial, artisan, home and business service, nighttime entertainment, neighborhood-serving retail and personal service activities and, where appropriate, small, low rent-paying office activities.

Existing SOM businesses are characteristically small space users. New commercial or industrial space designed to their desired specifications would typically be in a one-and-a-half to two story concrete or masonry structure with a freight door, and on-site parking for service vehicles and employee vehicles. Some businesses would also provide on-site customer parking.

The average Floor Area Ratio for all development within the industrially-zoned areas of the SOM is 2.5. Average existing building heights range from 20 to 50 feet. If the approximately 155 acres of undeveloped or underdeveloped land within the SOM were developed at an average 2.5 FAR and within a 50 foot height limit, more than



enough space would be available for commercial, industrial and home and business service activities to meet the anticipated growth of these industries in the foreseeable future.

POLICY 3

Facilitate the preservation of and promote the development of affordable “live/work” loft studio space.

The SOM is home to a large community of performing and visual artists and craftspeople living and working in loft studios in commercial and industrial buildings. In times past North Beach and Northeastern Waterfront industrial areas were home for many of the city’s artists. Development pressures have again caught up with the city’s live/work artists and SOM rents have become unaffordable to many artists. The live/work artist is the most vulnerable of the SOM commercial tenants principally because the types of small, intimate upper-level loft spaces they require are also the types of spaces which are attractive to higher-rent-paying office tenants. These spaces are not generally used by the area’s other industrial, business service and retail businesses. Consequently, the artists find themselves competing for space with the highest rent-paying businesses.

In recent years, SOM artists have been reluctantly leaving the city in large numbers, moving to less expensive industrial space in the East Bay.

As artists leave the city, the city loses an important element of its rich cultural and economic diversity. It is

worthwhile and important to provide resources and develop land use policies and programs which would facilitate the retention and strengthening of the City’s artist community.

The City should encourage and facilitate the “legalization” of existing live/work units and should promote the development of new live/work units by establishing flexible parking, density and open space standards for this use and permitting live/work use throughout the South of Market.

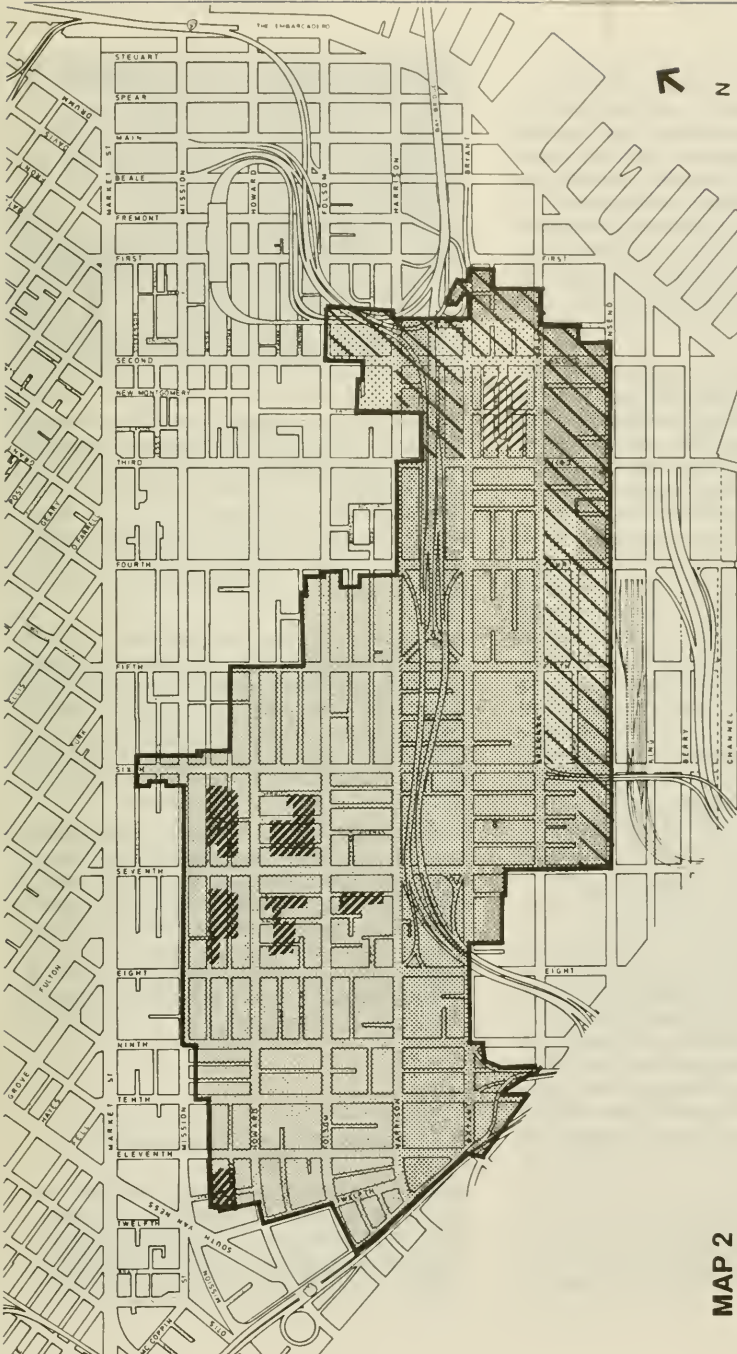
As a means of encouraging the creation of live/work units, live/work units provided within the allowable commercial FAR of a commercial, industrial or mixed use building should be considered a commercial, rather than residential, occupancy and should not be subject to the limitation on the conversion of dwelling units to non-residential use should the tenant or landlord wish to convert or revert the live/work space to wholly commercial use. Live/work units should not be permitted in dwelling units or other residential space except as a conditional use.

POLICY 4

Preserve the existing mixture, density and diversity of land uses within the South of Market. Locate residential, commercial, industrial/business service, public, institutional and mixed uses in areas according to a generalized land use plan (as shown on Map 2).







The SOM is one of the most diverse neighborhoods in the City. Its scale and mixture of uses and diversity of peoples and business activities create a special character and identity for the SOM and contributes to the success of the area as a pleasant place to live, work and visit. This scale and diversity of activities should be maintained.

Based on the proposed generalized land use plan for the SOM, establish coherent land use districts which would accommodate existing activities as well as facilitate the growth of new, compatible activities while maintaining the overall prevailing scale and density of land uses within the area.



MAP 2

GENERALIZED PROPOSED LAND USE PATTERN
Schematic Boundaries Only

- | | |
|---|--|
| <p>RESIDENTIAL
Medium Density</p> <p>RESIDENTIAL / COMMERCIAL / SERVICE / LIGHT INDUSTRIAL
High Density Housing</p> | <p>RESIDENTIAL / COMMERCIAL / OFFICE / SERVICE / LIGHT INDUSTRY
Moderate Density Housing</p> <p>COMMERCIAL / SERVICE / LIGHT INDUSTRIAL
No Housing Permitted</p> <p>OFFICE / COMMERCIAL / ENTERTAINMENT / LIGHT INDUSTRIAL
No Housing Permitted</p> <p>ENTERTAINMENT</p> |
| <p></p> <p></p> | <p></p> <p></p> <p></p> <p></p> |

POLICY 5

Allow existing businesses, which would not be allowed if they were new, to remain in their present location and space but not to expand or intensify their nonconforming use, except nighttime entertainment activities which should be allowed to expand or intensify with conditional use authorization when these establishments adopt "good neighbor" operating procedures such as litter patrols, crowd and noise control measures and provision of parking resources.

The SOM business community is very diverse. The oddest assortment of businesses share space or are neighbors. It is not uncommon, for example, to find artists, metal fabricators, bakeries, wholesale beauty suppliers, musical instrument repair shops, and restaurants sharing the same building space.

Over time, a more coherent land use pattern may evolve through attrition, particularly in areas where a concentration of similar activities makes it more efficient to do business. New zoning controls should redirect certain activities to specific SOM use districts as these business activities expand and look for new space in the SOM. However, there is no need to force such redirection as long as these non-conforming uses wish to remain in their present location. Therefore, the City should facilitate the preservation of these activities in their present location by allowing them to remain in their present space and location as nonconforming uses.

RESIDENTIAL ACTIVITY

The SOM remains a valuable source of sound, low-cost rental housing for many of the city's low-income immigrants, service workers, and unemployed and underemployed residents. In addition to the 10,000 plus people residing in 5,000 dwelling units (apartments, hotels and flats), there is a large number of artists living and working in industrial buildings, and a large and unknown number of "street people" who reside in various forms of spontaneous shelters throughout the SOM.

Most of the area's housing consists of small individual units located in two to four story wood-frame apartment buildings or flats which line the narrow side streets bisecting many of the large SOM blocks. Two-thirds of



the units are small—comprised of studios or residential hotel rooms. Less than 15% of the units have two or more bedrooms, the unit size generally considered suitable for family housing.

Overall, the SOM housing stock matches the space needs and housing affordability levels of the existing SOM residents.

Seventy percent of the residents live alone. Only 15% percent of the population are in households containing three or more persons. The small percentage of large size households in the SOM are overcrowded. There is twice as much overcrowding in the SOM than in the city as a whole. This suggests a need for larger family housing in the SOM.

Most of the SOM residents are tenants. Rent levels in the SOM are considerably lower than those for the city as a whole. The median rent paid in the SOM in 1980 was about half the citywide rent level for a similar type of unit. It should be noted that SOM units are generally smaller, without parking or rear yards, and many are without full kitchen and bathroom facilities. Similarly, the median income for SOM households is less than half the citywide median income level.

OBJECTIVE 2

PRESERVE EXISTING HOUSING.

Affordable rental housing is a valuable resource to the city and to the South of Market population in particular. Because of high land, labor, materials and financing costs, most new housing is out of the financial reach of most San Franciscans. Increasingly, the only low- or

moderate-income housing resources are found within the existing housing stock. It is extremely important that existing affordable rental housing be preserved and maintained as long as possible.

POLICY 1

Discourage the demolition of existing dwelling units or their conversion to non-residential use.

Approximately 40% of SOM housing is so scattered within service/industrial areas that it is difficult to protect it through designation of residential zoning districts and, as such, are vulnerable to conversion to non-residential use or to demolition to make way for new commercial or industrial development. Between 1979 and 1984, several hundred SOM dwelling units were lost due to conversion or demolition. The remaining SOM housing is in generally sound condition, is of an attractive scale and architectural character, and represents one of the city's few remaining low-income affordable rental housing neighborhoods.

Most of the housing is in low-scale, moderately high density residential enclaves along the side streets which divide the large SOM blocks from Minna to Harrison Streets, west of Sixth Street, as well as in low scale, moderately high density flats and apartments above storefronts which line the major thoroughfares west of Sixth Street. These concentrated housing areas should be zoned residential. This will protect them from conversion or demolition and their replacement by new commercial or industrial development.

Measures should be adopted which restrict demolition or conversion of existing housing.

While there should be a strong presumption toward preserving existing housing, occasionally special circumstances may arise that could justify the loss of residential space through demolition or conversion. For example,

- Demolition may be necessary because the unit is uninhabitable and it is not feasible to rehabilitate it.
- Demolition may be deemed appropriate in order to make land available for the development of permanently affordable low- to moderate-income rental housing units when the total number of such units represents a substantial increase in units on-site.

- Conversion or "merging" may be deemed appropriate when an owner-occupant wishes to enlarge his/her principal residence by expanding into an adjacent unit in a structure not subject to rent control.
- Demolition or conversion may be deemed necessary in order to accommodate the otherwise permitted expansion of an immediately adjacent light industrial, home or business service, or community service operation when such action is the most reasonable means of balancing competing space needs.
- Conversion of a vacant unit may be deemed appropriate because special circumstances (such as proximity to an incompatible use) have rendered the unit unmarketable for residential use.
- Conversion may be deemed appropriate in order to preserve and rehabilitate a designated landmark building.

POLICY 2

Promote making existing rental housing permanently affordable for low- and moderate-income residents.

SOM residents are very "rent sensitive" and cannot afford to pay higher rents. On average, SOM residents pay one-half their annual income on rent. If outbid for existing housing by higher income households, it would be difficult for displaced SOM households to find affordable replacement housing elsewhere in the city because approximately three-fourths of SOM households cannot afford to pay citywide median market rents.

Current neighborhood conditions make most of the SOM housing unattractive to higher-income households. However, the SOM may become attractive to some higher-income households who wish to live close to the city's major cultural and employment centers. Preservation of the existing housing stock through zoning controls will not, in itself, insure the lower-income affordability of the units over the long run, nor will it insure the tenancy of the units.

Tenant counseling should be provided to existing residents to inform them of proper leasing and eviction procedures and other tenant rights and to assist in home finding, particularly for family and live/work house-

holds. Additional measures should be taken to facilitate the purchase of residential property by individuals or non-profit corporations which would contractually agree to maintain them as safe, sanitary and permanently affordable low- and moderate-income rental housing or live/work units.

The City should facilitate the rehabilitation and proper management of a number of residential hotels along Sixth Street for permanent housing for low-income residents. The proportion of permanent residents to transient residents along Sixth Street should be high enough to provide a sense of community, of safety and of security within their homes, their buildings and their neighborhood. The City should encourage and facilitate the provision of social service programs for building and neighborhood residents within the ground floor space of these rehabilitated residential hotels. This would facilitate the stabilization of Sixth Street as a safe, clean and affordable residential community.

POLICY 3

Preserve South Park as a small scale, mixed use neighborhood.

South Park is an attractive, affordable mixed use neighborhood. The commercial spaces are occupied by small retail and service businesses and a number of artists, architects and other professionals have established live/work studios in commercial buildings. In addition, a number of residential hotels and apartments are being rehabilitated as low- and moderate-income affordable rental housing. This should continue and when possible, in-fill development should be compatible in scale and mixture of use with the existing neighborhood.

The present commercial and residential uses should be maintained while allowing new live/work units. Building heights for new in-fill housing should be limited to 40 feet in order to maintain the small scale character of the enclave.

OBJECTIVE 3

ENCOURAGE THE DEVELOPMENT OF AFFORDABLE NEW HOUSING.

Within the portion of the SOM where housing is clustered, generally west of Sixth Street, there are a number of vacant parcels, parking lots, and other parcels in open

storage use. These parcels are undeveloped or underdeveloped and can be viewed as opportunity sites for new residential development.

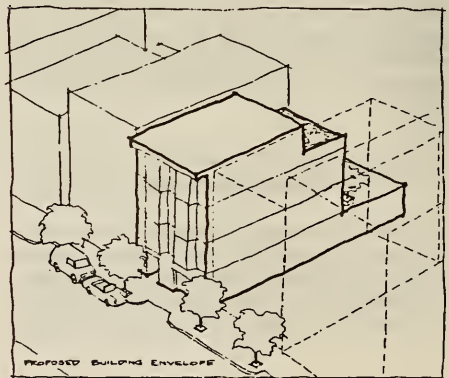
However, because most of these housing opportunity sites are small, are surrounded by active industrial businesses, and are adjoined by older industrial buildings and/or flats without parking or rear yards, new housing development west of Sixth Street is expected to proceed at a slow pace for the foreseeable future. Construction is likely to be small, "in-fill" housing within the predominantly residential enclaves, and above commercial / light industrial storefronts along the major thoroughfares.

POLICY 1

Increase the supply of housing without adversely affecting the scale, density, and architectural character of existing residential or mixed use neighborhoods or displacing light industrial and/or business service activities.

The City should facilitate the development of affordable, in-fill mixed use projects which would provide adequate on-site residential amenities while maintaining the existing scale of the neighborhood.

The South of Market has always featured living space in flats and apartments above ground floor shops and storefronts, providing convenient and affordable living and work space for small craftspeople, start-up businesses, and neighborhood-serving mom and pop-type business operators. The Howard, Folsom and Bryant Street thoroughfares, as well as many of the narrow side streets, are characterized by this type of small, mixed use



Solomon & Assoc.

development. This type of living space above ground floor work space remains a very popular form of space for SOM small business operators and artisans, and is particularly well-suited to the size of parcels and mixture of uses which characterize the SOM.

There are a number of vacant and underdeveloped parcels within the SOM that could be developed as moderately high density housing over low or moderate density commercial/industrial space. SOM retail or industrial activity generally does not need or use space above the ground level. The development of housing above ground floor retail, service or industrial space would make more efficient use of the parcel's allowable building area, would produce additional revenues to the developer/property owner, and thus may induce development of new industrial and residential space.

Within South of Market mixed use districts housing should be a principal permitted use and should not be counted against the base Floor Area Ratio (FAR) limit. Properties should be allowed to build up to the FAR limit in wholly commercial or industrial space and should be allowed to develop housing above the FAR limit, yet within the maximum building envelope limits established by relevant district height, parking, open space, rear yard/setback, and other urban design zoning controls.

POLICY 2

Facilitate in-fill housing development on small or irregularly-shaped parcels within the predominantly residential neighborhoods while preserving the existing scale of the neighborhood, providing usable on-site open space and adequate parking resources, improving the quality of streetscapes and street frontages, and reducing the per-unit development cost of new housing.

Approximately 20% of the SOM housing stock lies within the six predominantly residential side streets or residential enclaves west of Sixth Street and north of Harrison Street. Within these enclaves approximately 40 vacant parcels or lots are devoted to surface parking or storage use. These parcels are considered housing or live/work opportunity sites although many of them are small and/or irregularly shaped and are often adjoined on two or three sides by flats, apartments or warehouses built to the property line without rear yards. Under present residential density, parking and rear yard zoning

standards, these parcels could not accommodate enough units to make the per-unit development and operation costs economic as moderate-income affordable in-fill housing. Because of citywide housing market forces and SOM neighborhood characteristics, unless SOM in-fill housing is affordable to moderate or less than moderate-income households, the units are not likely to be marketable as either rental or condominium housing and are therefore not likely to be built. New zoning controls tailored to the design needs and neighborhood characteristics of these parcels, and sensitive to the economics of affordable in-fill housing should be developed to induce attractive, compatible and economic in-fill housing while providing adequate residential amenities.

The predominantly residential side streets within the South of Market should be designated as moderate-density residential enclave districts in order to encourage in-fill housing and artist live/work units, to strengthen the residential character of the neighborhood and, over time, to improve the residential amenities within these neighborhoods.

POLICY 3

Encourage new, in-fill residential hotel development along Sixth Street.

Sixth Street is a potentially valuable resource of low-income rental housing. There are more than thirty residential hotel buildings from Minna to Harrison Streets. Several of these residential hotels are vacant and subject to condemnation proceedings due to Code violations. Should it prove to be infeasible to rehabilitate these units, these parcels, along with some older one- or two-story commercial buildings which front on Sixth Street, should be considered "in-fill" housing opportunity sites. The City should facilitate development of low-income affordable in-fill residential hotels and other high density housing along Sixth Street which would both provide adequate amenities on-site and improve the quality of streetscapes and commercial activities within the neighborhood.

The City should create a high density, predominantly residential mixed use district from Fourth to Sixth Streets and from Stevenson to Harrison Streets to allow vacant parcels to develop in predominantly residential use with ground floor commercial, service or light industrial uses. Rear yard, open space and parking standards should be flexible to encourage in-fill residential development.

Continuous ground floor commercial frontage with pedestrian-oriented retail activities and sufficient window treatments along the Sixth Street frontage is encouraged. Continuation and expansion of existing service, retail and light industrial activities within the residential mixed use district should be encouraged. Establishments selling alcohol should be discouraged, and limited, along Sixth Street.

POLICY 4

Promote the preservation of the western South of Market as a lower-income housing resource by encouraging mixed income occupancies in any new residential or mixed use development west of Fourth Street.

A substantial number of housing units are planned or proposed for development in the eastern portion of the SOM, including Yerba Buena Center, Rincon Point, Rincon Hill, South Beach and Mission Bay. Because of the cost of construction and financing, the majority of these units are expected to be affordable only to middle to upper-income households. A majority of these household types are likely to be attracted to live in the SOM only if the new development featured close proximity to the waterfront and downtown office district; the units offered views; the development provided nearby convenience retail stores, and had similar household types in the project or neighborhood.

Consequently, each of these major housing developments along the eastern portion of the SOM are being designed to include the amenities and features which would attract these households to the SOM.

It is less likely that these households will be attracted to the western SOM because of its rather diverse mixture of uses, parking congestion, and untidy environment.

The SOM west of Fourth Street is a valuable resource of low-income affordable rental housing. The introduction of middle- to upper-income housing in major developments, should this be marketable within the foreseeable future, would make vulnerable the smaller scale, more affordable rental housing. This should be discouraged. New housing west of Fourth Street should provide mixed income tenancies and should provide as much rental housing as is possible and economically feasible. Rental housing appears to be the strongest housing market for the western SOM.

TRANSPORTATION

The wide variety of land uses and business activities ranging from low-intensity storage and warehousing to high intensity office and retail uses results in a similar variety of transportation needs and impacts. Some businesses maintain primarily regional markets and rely heavily on the regional transport system to move goods. Other businesses provide services to the downtown core and are more reliant upon the local street system.

The SOM as a whole is well served by major transportation facilities. Freeways, rail tracks, maritime facilities, regional mass transit facilities, and local transit service are located within and along the periphery of the SOM. However, levels of service, particularly for transit, are not consistent throughout SOM. (For example, the area between Second and Fourth Streets has considerably better transit service than the areas west of Fourth Street.)

Major streets of the SOM are generally wide (82 feet) and were designed to carry heavy truck traffic associated with the area's industrial activity. The street system is adequate for local travel demand. Daily traffic on street south of Mission generally flows freely in the non-peak period. In the peak evening commute period, cumulative travel demands from both the SOM and the greater downtown core exceed the capacity of certain street intersections leading to the freeway on-ramps.

Traffic speeds along the narrow side streets are generally slow due to difficulty in maneuvering around parked cars and delivery trucks and stacked goods. These side streets can be hazardous when the general clutter of parked vehicles, dumpsters and stacked pallets of delivery goods on both the street and sidewalks reduce the motorist's line of sight and force the pedestrian to walk within the street space to get by. SOM major streets can also be dangerous when service vehicles and delivery trucks are parked within the sidewalk space forcing pedestrians to enter the street space to get by.

Most of the commercial buildings in the SOM were built in the early 1900's and were designed to accommodate low intensity industrial activity with few employees per building. Most of the residential buildings were built in the early 1900s and were designed as four to six unit flats and family-sized apartments. At that time, employees did not drive to work and residents did not own cars. Consequently, most buildings were constructed with full lot coverage and without on-site parking. Freight loading docks were provided along the street frontage

property line; streets were wide, cars were few and on-street freight loading activity did not pose a major inconvenience for local travel.

Over the years the nature of the SOM business activities have changed substantially. During and after World War II, many of the heavy industrial businesses relocated out of the SOM to larger, more efficient spaces and were replaced by smaller, more intensive commercial and light industrial activities. Many of the larger flats and apartments were cut up into smaller units to accommodate the returning soldiers and merchant marines. The intensification of commercial activity and increased resident population, coinciding with a growing dependency upon auto rather than transit travel, resulted in a substantial increase in traffic and parking demand generated by SOM businesses and residents.

In addition to increased local travel, the proximity of the area to the financial district results in some downtown commuters parking in the South of Market. Consequently, adequate on-street parking is not readily available in much of the SOM. Residents, downtown and SOM employees, and service and delivery vehicles compete for limited on-street parking spaces. This is particularly problematic in many of the side streets throughout the SOM.

OBJECTIVE 4

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM OTHER PARTS OF THE CITY AND REGION.

Continued growth in the Downtown and SOM cannot be accommodated by the private automobile. The Bay Bridge and Highway 101 are at capacity in the peak period, while the Golden Gate Bridge and I-280 are approaching capacity. Further increases in street traffic would only serve to exacerbate existing congested conditions at many freeway ramps and nearby intersections and would further block local street traffic and transit vehicles. The "transit first" policy of the City must be carried out in the South of Market.

POLICY 1

Expand local transit lines linking the South of Market to all regional transit facilities and to the rest of the City.

Most existing transit service in the South of Market is designed to provide access through the SOM to and from the downtown area (the source of the majority of peak travel demand). There is a need for improved transit service and access from the South of Market to other local and regional transit facilities. This is particularly true in the area west of Fourth Street and south of Mission Street.

MUNI-Metro should be extended to connect with Caltrain/SP service and to Mission Bay. Consideration should be given to a further extension to Showplace Square. Direct transit service is necessary from these developing commercial and commercial/residential areas to the downtown and other South of Market areas.

The City should consider extension of MUNI-Metro to the Van Ness/Civic Center area from the proposed Showplace extension. This would further expand one-transfer access from portions of the SOM to MUNI trunkline service on and near Market Street.

The City should examine possible new local transit lines in the north-south direction between Fifth and Eighth Streets. The South of Market area west of Fourth Street has the most limited transit service of the greater downtown. New north-south transit lines between Fifth and Eighth Street would greatly enhance transit travel opportunities for residents and employees in the core of the western SOM.

In order to encourage an increasing use of transit by South of Market employees and a shift away from automobile travel, MUNI frequencies should be increased for all South of Market-serving lines, particularly during the commute peak periods of SOM workers.

OBJECTIVE 5

MINIMIZE THE IMPACT ON THE LIVABILITY OF THE AREA OF AUTO TRAFFIC THROUGH AND TO/FROM THE SOUTH OF MARKET.

Increasing automobile traffic results in more environmental harm and greater inconvenience. A desirable living and working environment and a prosperous business environment cannot be maintained if traffic levels continue to increase without limits. Various methods should be used to control and reshape the effect of automobiles on the city, and to promote other means of transportation to improve the environment.

POLICY 1

Provide incentives for the use of transit, taxi, carpools and vanpools, and reduce the dependence on automobile parking facilities, particularly by area workers.

The alternatives to expanding automobile facilities are to make existing facilities serve more people and to use other ways of getting people to their destination. Single-occupancy automobile use is incompatible with the need to conserve energy and land, the need to reduce congestion on thoroughfares, and the need to reduce auto emissions.

Employers should be encouraged to provide incentives for transit use and carpooling by employees. A transit subsidy, such as the provision of a transit “fast-pass,” could be an alternative to the provision of free employee parking. Where an employer already has parking spaces available for employees, drivers who carpool should have priority of use of these spaces.

The City should require transportation brokers to be employed by each major new office development or by groups of smaller office projects within the SOM. The function of transportation brokers would be to promote and coordinate the use of carpools and vanpools by project and other SOM employees, manage project-related preferential parking rates and spaces for carpools and vanpools, organize “commuter club” bus routes, develop and coordinate employer-subsidized transit pass sales, distribute transit and car/vanpool schedules and information, and assist employers with programs to implement and manage flextime.

SOM employers should offer flexible work schedules, should provide preferential parking spaces and rates for carpools and vanpools and should offer transit passes to employees. Certain establishments may provide taxi service to clients. More Caltrans lots should be developed to provide preferential spaces and rates for vanpools. Similarly, where parking spaces are provided in new development, such preferential parking rates and spaces should be established.

POLICY 2

Promote the more efficient use of existing parking resources throughout the South of Market.

The lack of parking resources near businesses and housing is a major problem for SOM residents and

employers. Most businesses and residential units were constructed when there was no requirement and little demand for parking space. Through the years, there has developed a deficiency in supply and a high demand for parking at existing curb space. This problem is aggravated by limited enforcement of short-term parking controls which results in curb space on major streets and side streets being used for long-term parking by commuters and residents.

Since the problem is an existing one, planning policies for the SOM must address the more efficient allocation and management of existing, limited parking resources as well as adequate provision of parking and loading spaces in new development.

Parking rates should be designed to meet short-term business travel demand. Consistent with the City’s “transit first” policy, long-term commuter parking should be discouraged. SOM commuter parking demand can be diminished over time by increasing use of transit and ridesharing. However, convenient alternative means of travel to and throughout the SOM are generally not available for mid-day or nighttime business travel.

The City should encourage the shared use of existing parking facilities by area day and nighttime activities. A number of existing parking lots and garages are heavily used during the daytime hours and are unoccupied during the evening and weekend hours. Most of the existing nighttime activities are located in buildings without parking. Operators of nighttime activities such as cultural arts performances, restaurants, bars and nightclubs should be allowed to satisfy their off-street parking demand and requirement by joint use of these parking resources. Daytime business operators should be encouraged to make their underutilized parking spaces available to the public for nighttime uses.

POLICY 3

Institute a residential preferential parking program.

South of Market residents should not be forced to compete with area employees for on-street parking space. A residential preferential parking program should be established within the side streets bounded by Mission and Harrison Streets and Fourth and Division Streets, and around the South Park neighborhood. For neighborhoods in close proximity to clusters of restaurants, the hours of the preferential parking program

should be extended to 10:00 PM. For neighborhoods in close proximity to nighttime entertainment activity, the hours should be extended to 2:00 AM. Effective implementation of a parking permit program would require increased enforcement of parking controls throughout the area.

POLICY 4

Provide adequate parking and loading resources for new South of Market residential and business development.

New development should not exacerbate existing parking congestion. New commercial and industrial or mixed use developments should provide adequate off-street parking and freight loading resources, while encouraging transit use by workers whose businesses are within walking distance from major transit corridors such as Market and Mission Streets. The City should encourage the construction of new short-term public parking lots and garages to serve local day and nighttime customers and visitors.

Given the planned extension of MUNI Metro to the Caltrain station, and potentially beyond, and the relative ease of expanding transit service along Second Street, the parking requirement for office use in the Second and Townsend Street area office districts should be reduced to reflect these transit improvements.

New residential development should provide off-street parking resources as necessary to accommodate the anticipated demand by prospective residents. Where possible, residential parking should be minimized as a means of encouraging transit use by residents and reducing per-unit development costs and rental rates for new housing.

Local businesses should be allowed to satisfy their off-street parking demand and requirement by contributing to the construction of a nearby publicly-accessible parking garage or lot.

Some SOM commuting workers may not be able to divert to public transit and, if preferential parking were instituted, would no longer be able to park within the residential side streets. In addition, an increase in on-street, curbside freight loading spaces along the major thoroughfares may further reduce some existing long-term parking resources. SOM worker long-term parking resources displaced by these other parking solutions should be replaced by construction of parking garages

under the elevated freeway between Fifth and Seventh Streets and Harrison and Bryant Streets. These replacement spaces should be provided in garages, not on lots.

The City should encourage private sector development of joint or congregate parking structures to meet off-street parking requirements of new development that would otherwise be provided on-site. Development of joint parking structures can achieve a better allocation of space available in the SOM and can reduce curb cuts and thereby better control potential conflicts between autos and pedestrians, transit, and/or delivery/service vehicles.

POLICY 5

Provide an adequate amount of on-street curbside freight loading spaces throughout the South of Market.

A significant share of deliveries to South of Market businesses is performed within the street space. Where curbside freight loading space is not available, delivery vehicles double-park, blocking major thoroughfare and side-street traffic and creating potential hazards for pedestrians and automobiles. Along Folsom, Harrison and Bryant Streets and where appropriate along the side streets, adequate curbside freight loading zones should be established and enforced.

The City should evaluate the existing on-street curb-designation for delivery vehicles and improve daytime enforcement to increase turnover. Where necessary, increase curbside freight loading spaces.

Increasing curb-designations for loading at appropriate locations should be given priority over short-term, daytime business parking spaces. However, during evenings and week-ends, curbside freight loading spaces should be made available for visitor and customer parking.

POLICY 6

Construct in the South of Market new long-term parking garages to serve the downtown only as needed to replace the loss of long-term parking in the downtown core.

While the City maintains the policy of discouraging the addition of new long-term parking spaces in and around the downtown, it may be necessary and appropriate to

replace lost commuter parking resources in areas which are well served by transit to and from the downtown core. Again, these spaces should replace, not add to the long-term parking supply in order to prevent unacceptable congestion, and should be provided in garages, not on lots.

Land under the elevated freeways should be designated for parking use. In particular, when needed to replace displaced parking, the City should encourage construction of a long-term parking garage under the elevated freeway in the area bounded by Third and Fourth Streets and Harrison and Bryant Streets.

OBJECTIVE 6

MAINTAIN AND ENSURE THE AVAILABILITY OF RAIL FREIGHT SERVICE THROUGH THE SOUTH OF MARKET AREA TO THE PORT OF SAN FRANCISCO.

POLICY 1

Establish a rail service program which would assure the accessibility of rail tracks and rail service to the Port of San Francisco which may include routes through the South of Market.

Working with local rail carriers, the Port, and other city and state agencies, the City should develop a rail service program for San Francisco. Should certain routes through the SOM be deemed unnecessary, the City should identify which rail tracks should be removed and should develop a program for removal of these tracks and transference of legal ownership of the rail rights-of-way to the City and County of San Francisco.

POLICY 2

Where rail tracks would no longer be needed, convert abandoned rail rights-of-way to safe and attractive pedestrian ways.

The City should develop an urban design and landscape plan and implementation program which would transform the abandoned rail rights-of-ways along Townsend, Bluxome, Ritch, and Second Streets into a safe, convenient and attractive pedestrian circulation and open space network.

When and where appropriate, the City should allow low-intensity, small scale, and compatible pedestrian-oriented retail convenience activities, such as outdoor cafes, flower stands, beverage stands, to lease space within the newly created pedestrian pathway along Bluxome and Ritch Streets as a means of increasing the safety, security, interest and convenience for its users.

OBJECTIVE 7

IMPROVE THE SOUTH OF MARKET PEDESTRIAN CIRCULATION SYSTEM TO PROVIDE FOR SAFE, COMFORTABLE, AND CONVENIENT MOVEMENT.

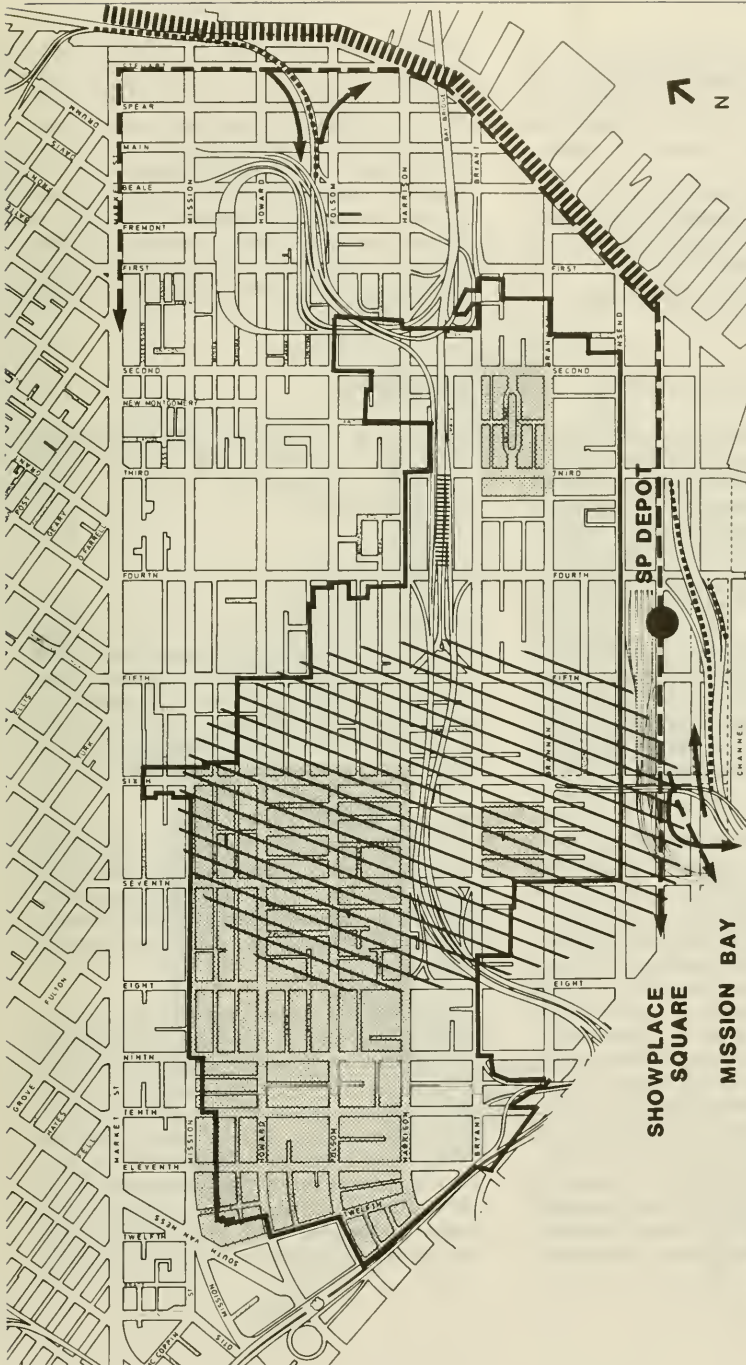
South of Market sidewalks are frequently blocked by parked vehicles, stacked delivery goods, garbage bins, and piles of discarded trash. Pedestrians are often forced by these obstacles to use the street space for travel. This is especially dangerous along the higher speed thoroughfares where double-parked vehicles further reduce the line-of-sight of passing motorists and force pedestrians further into the street space to pass by the sidewalk obstructions.

The SOM is home to a significant number of children and senior citizens who are particularly vulnerable to potential safety hazards and are inconvenienced by the lack of effective pedestrian circulation space. In an area as deficient in private and public open space as the SOM is, the sidewalk space is especially important as a means of experiencing a sense of open space, of enjoying sunlight exposure, of sitting, relaxing and people-watching, and as a play area for small children.

POLICY 1

Restore sidewalks as pedestrian circulation spaces and establish a pedestrian network to improve the safety and convenience of pedestrian travel to and throughout the South of Market (see Map 6).

Restoration of the sidewalks in the South of Market as pedestrian circulation spaces will require establishing a preferential parking program for residents, improving transit service for workers, and maintaining regular enforcement of area parking controls. These measures should be included within the annual work program and budgets of the appropriate implementing city agencies.



MAP 3

PROPOSED TRANSPORTATION IMPROVEMENTS
 Schematic Boundaries Only

- MUNI-METRO / B-LINE
 - MUNI-METRO / B-LINE TERMINAL (SURFACE)
 - FREEWAY REMOVAL
 - ||||| 4 TO 5 LANE EMBARCADERO ROADWAY
 - ||||| REPLACEMENT COMMUTER PARKING
 - ▭ RESIDENTIAL, PREFERENTIAL PARKING
 - ↶ NEW ON / OFF RAMP
 - ↶ IMPROVED TRANSIT SERVICE
 - ↶ PEDESTRIAN NETWORK
- See Map 6

A visually prominent pedestrian circulation network should be created. It should incorporate pedestrian-only walkways and selected pedestrian-oriented streets which would link major SOM activity centers, open space resources, and view corridors to the waterfront.

Pedestrian-oriented streets (similar to the popular European "WOONERFS") incorporating exclusive pedestrian walkways, landscaped sitting and play areas, and limited vehicular access should be created within some selected predominantly residential side streets.

NEIGHBORHOOD LIVABILITY

The South of Market is home to over 10,000 residents, over 3,000 businesses and over 27,000 workers. Neighborhoods should be safe, clean, quiet and comfortable environments, providing adequate shelter, open space, transit, parking, and neighborhood services for its residents, workers and visitors. The extent to which a neighborhood provides these services, resources and amenities is a measure of its neighborhood livability.

The South of Market physical environment is generally pleasant, featuring low-scale, pedestrian-oriented building forms; a warm and wind- and fog-free climate; close proximity to the city's major cultural and employment centers and the Bay waterfront; and features attractive architecture and sound housing and commercial building stock.

The South of Market is, however, deficient in a number of important community services and resources. Some densely populated areas of the SOM are severely deficient in both private and public open space resources, and are deficient in private maintenance activities such as cosmetic improvements and painting of apartments and flats, rodent control, and trash removal. These deficiencies are striking enough to mask the area's attractive features to most of the city's residents and visitors. Consequently, the South of Market has a rather poor image as an attractive neighborhood and is, undeniably, a high need area for neighborhood improvements. Nonetheless, the SOM works well for its residents, workers and business operators who, in surveys, scored SOM low in cleanliness and safety standards and high in identity/sense of community, comfort, quiet and affordability standards. Those surveyed universally expressed a desire to remain in the area permanently.

The area's environmental deficiencies can be ameliorated over time by both public and private investments in maintenance of street and sidewalk space and building stock; increased greenery and park spaces; increased transit, parking and improved pedestrian circulation systems; and improved neighborhood services. This, along with maintenance of the area's positive features—low scale, low-density development, view corridors, sun exposure, quiet at night and on weekends, rich architectural character, diversity of activities and population—can improve neighborhood livability for SOM residents, workers and visitors.

OBJECTIVE 8

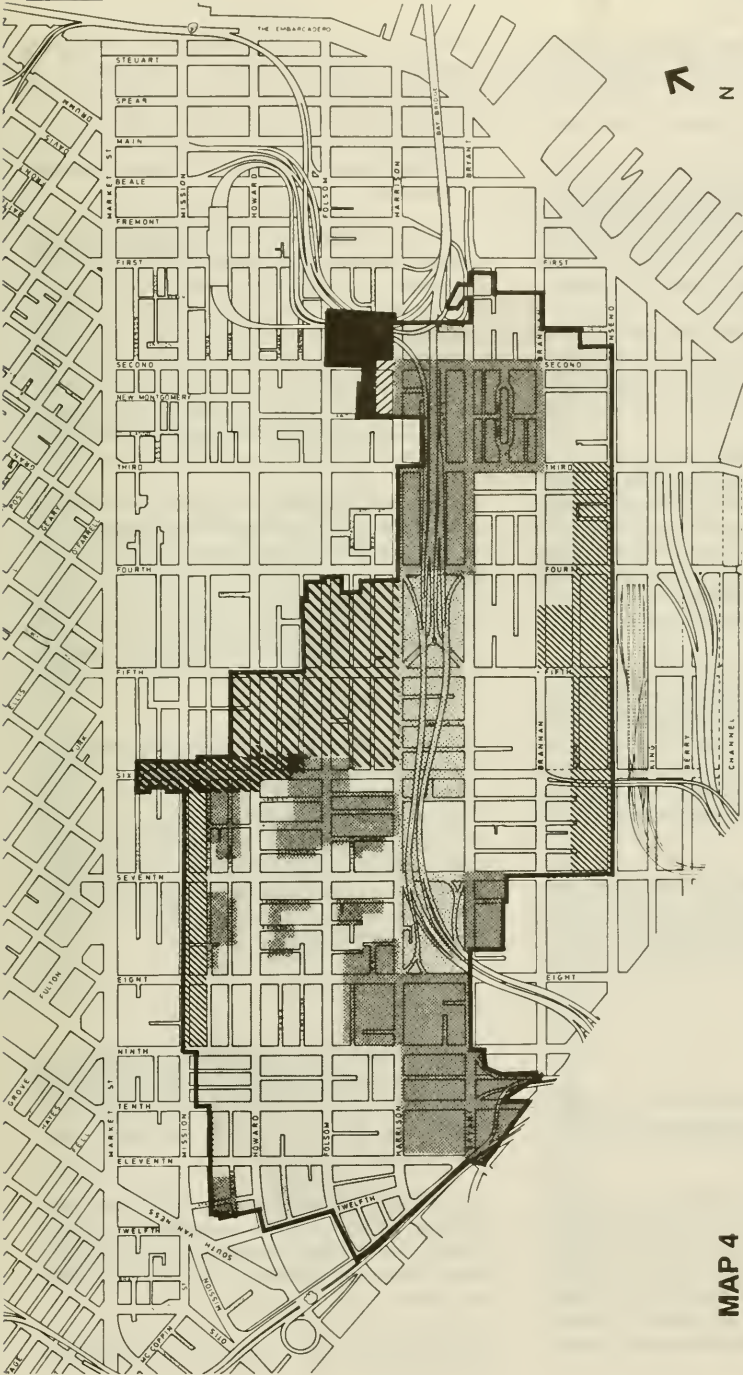
PRESERVE EXISTING NEIGHBORHOOD AMENITIES WHICH MAKE THE SOUTH OF MARKET A PLEASANT PLACE TO LIVE, WORK AND VISIT.

POLICY 1

Establish height limits for new development which would preserve the existing scale of the neighborhood, strengthen the physical form of areas appropriate for new development, enhance the character of adjacent landmark buildings, maintain sun exposure to open space resources, and preserve view corridors.

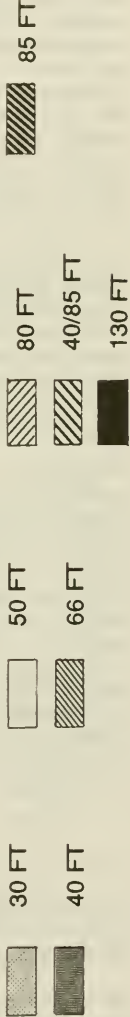
The South of Market offers some of the most pleasant weather conditions in the City. Because of its low lying topography, its distance from clusters of tall buildings or hills, its proximity to the Bay and, most importantly, its generally low scale built environment, the SOM is sunny and warm, is protected from strong winds, and is fog free.

Because the SOM is deficient in private and public parks and open space resources, front stoops and sidewalks are used by area residents and workers as sitting, socializing and play areas. The street and sidewalk rights-of-way and the generous sunlight and air exposure provided by low scale development serve as valuable open space resources and contribute tremendously to the area's sense of openness and comfort. SOM streets provide views of distant open space and natural land forms and bodies of water which create focal points, give visual orientation to the pedestrian and motorist, provide a



MAP 4

PROPOSED HEIGHT DISTRICTS
 Schematic Boundaries Only



sense of openness and sensual relief from the immediate environment, and provide a visual/psychological link with regional open space resources. Views act as psychological open space.

Height limits within the SOM should vary by location and by function of permitted activities. Areas which are designated for service/light industrial activities should be limited to building heights which can most efficiently and economically accommodate these uses. Areas proposed for mixed residential/commercial/light industrial activities should, in combination with appropriate density standards, be limited to building heights which would be in scale with the surrounding neighborhood and which would provide adequate building heights to accommodate affordable new mixed use developments.

Based on these goals, a building height limit of 50 feet would be appropriate throughout most of the SOM area. Lower building heights should be maintained in areas bordering public open space and the elevated freeway in order to preserve sun exposure to parks, and to protect views of the water, open space and cityscape from the elevated roadway. Within residential enclaves, a maximum height limit of 40 feet would be appropriate.

Where major new housing developments are expected east of Sixth Street facing properties and north of Harrison Street, building height limits should be flexible in order to facilitate the development of affordable housing as well as to encourage an appropriate transition in building heights from existing taller buildings and adjacent or nearby park, open space and view corridor resources.

Height transition zones should be established within clusters of architecturally and/or historically significant buildings to insure that in-fill development would enhance and strengthen, rather than overwhelm, adjacent older buildings.

POLICY 2

Preserve the architectural character and identity of South of Market residential and commercial/industrial buildings.

The SOM is endowed with a number of architecturally attractive residential, commercial and industrial buildings as well as a pleasant, pedestrian-oriented scale of development from which to view these buildings. These resources add interest and excitement to the SOM, create neighborhood identification, and provide orientation points in an area with few prominent natural features.

Many of the commercial buildings share a common industrial architectural character. The style of the buildings range from pre-20th Century simple brick and timber industrial style to 1930's and 40's Art Deco stylized buildings which often have more elaborate detailing and articulation of building surfaces than their predecessors.

Although the mixture of SOM business activities through the years has resulted in a wide variety of commercial and industrial building types, the designers of these buildings were sensitive to the architectural character of the area. Most of the SOM's commercial/industrial buildings are linked by common architectural elements, including scale and proportion, texture, coloring, materials and patterns of facade and window treatments. The legacy of these buildings is a reminder of San Francisco's rich industrial and commercial heritage.

Residential buildings, likewise, provide rich scale, texture, architectural character and visual interest for the SOM. Most of the residential structures are three-story flats and apartments grouped in enclaves along the interior side streets. They are generally built in the Edwardian style, and their lack of pretension reflects the working class population which occupied the area after the fire. Very few buildings are out of scale or conflict in style with one another.

The area's prevailing scale and continuity of architectural style is a positive feature and imparts a distinct visual character and identity for the area. The City should encourage the architectural design of new SOM development and major rehabilitation of existing buildings to complement and enhance the architectural character of the area and, in particular, to be compatible in scale, style, texture, color and materials with nearby handsome older buildings.

POLICY 3

Preserve individual architecturally and/or historically significant buildings which contribute to the area's identity, give visual orientation, and which impart a sense of continuity with San Francisco's past.

Approximately 70 structures within the SOM have been identified and rated through a comprehensive and systematic review process as buildings of particular architectural and/or historical significance. These structures are listed in the following Table.

These structures should be considered for designation as City landmarks.

TABLE I

SIGNIFICANT AND CONTRIBUTORY BUILDINGS

I. LIST OF SIGNIFICANT BUILDINGS LOCATED OUTSIDE OF THE PROPOSED HISTORIC DISTRICT.

<u>Assessor's Block/Lot</u>	<u>Address</u>
3787/31	475 Brannan St.
3776/41	539 Bryant St.
3777/48	673 Bryant St.
3757/62	1275 Harrison St.
3520/16	1440 Harrison St.
3755/27	7 Heron St.
3733/84	835 Howard St.
3731/94	1035 Howard St.
3731/74	1049 Howard St.
3731/42	1097 Howard St.
3727/14	1126 Howard St.
3728/14	1234 Howard St.
3517/35	1401 Howard St.
3517/34	1415 Howard St.
3517/13	1400 Folsom St.
3520/30	1477 Folsom St.
3786/13	310 Townsend St.
3786/15	340 Townsend St.
3785/2A	410 Townsend St.
3764/14	461 Second St.
3787/8	660 Third St.
3788/41	665 Third St.
3777/1	500 Fourth St.
3787/29	601 Fourth St.
3726/11	182 Sixth St.
3732/124	201 Sixth St.
3785/7	665 Sixth St.
3754/18	335 Seventh St.
3729/82	201 Ninth St.
3509/14	165 Tenth St.
3517/13	220 Tenth St.
3525/59	465 Tenth St.

II. LIST OF SIGNIFICANT BUILDINGS LOCATED WITHIN THE SUGGESTED HISTORIC DISTRICT.

<u>Assessor's Block/Lot</u>	<u>Address</u>
3789/9	275 Brannan St.
3775/8	300 Brannan St.
3788/37	301 Brannan St.
3774/68	355 Bryant St.

II. LIST OF SIGNIFICANT BUILDINGS LOCATED WITHIN THE PROPOSED HISTORIC DISTRICT.

<u>Assessor's Block/Lot</u>	<u>Address</u>
3774/67	385 Bryant St.
3775/7	1 South Park
3794/10	115 Townsend St.
3794/22	135 Townsend St.
3788/12	166 Townsend St.
3788/13	180 Townsend St.
3764/10	461 Second St.
3789/18	601 Second St.
3789/7	625 Second St.
3788/6	698 Second St.
3789/4	699 Second St.
3788/19	625 Third St.
3788/41	665 Third St.

III. LIST OF CONTRIBUTORY BUILDINGS WITHIN THE PROPOSED HISTORIC DISTRICT.

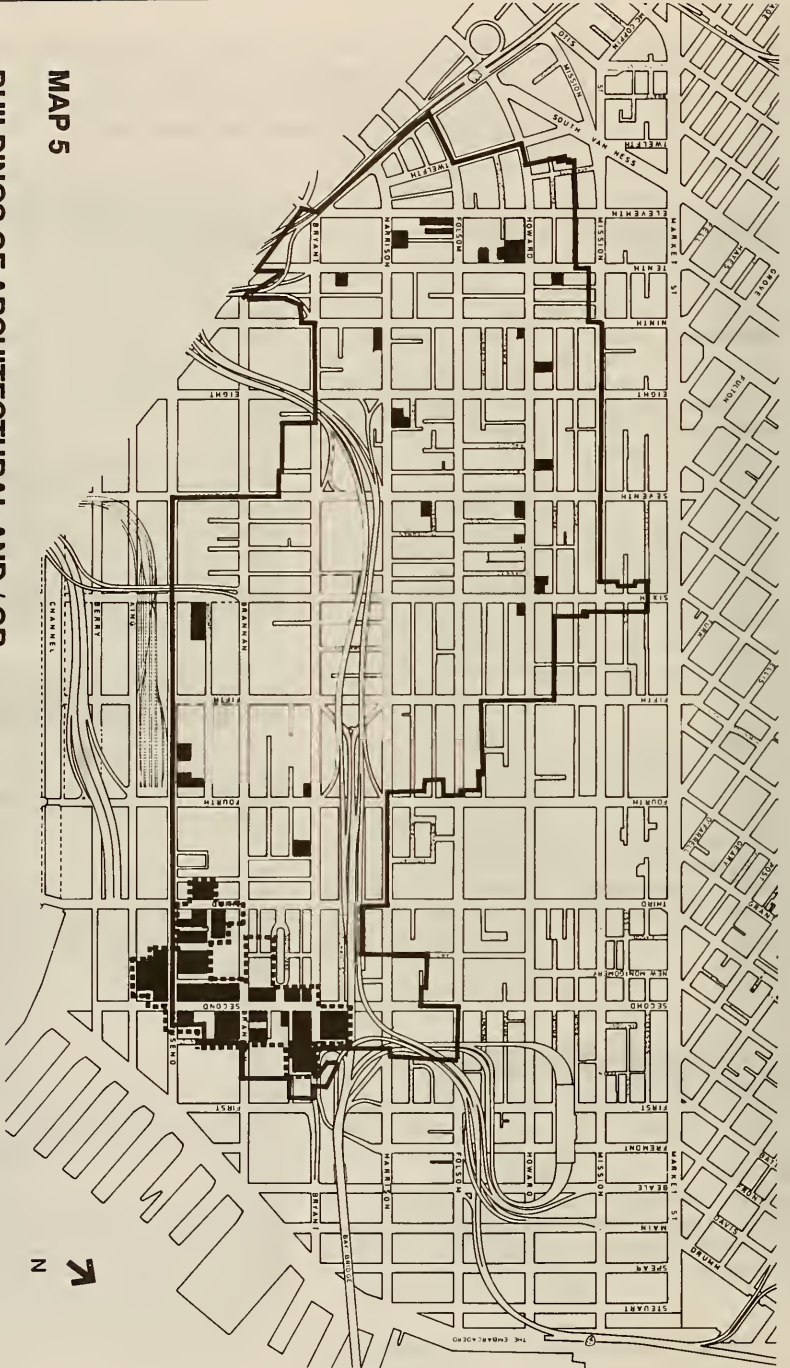
<u>Assessor's Block/Lot</u>	<u>Address</u>
3774/27	274 Brannan St.
3774/8	333 Bryant St.
3789/10	52 Colin P. Kelly St.
3794/23	128 King St.
3794/15	101 Townsend St.
3794/14	111 Townsend St.
3788/9	136 Townsend St.
3794/21	139 Townsend St.
3788/9A	144 Townsend St.
3788/10	148 Townsend St.
3775/1	500 Second St.
3775/2	512 Second St.
3775/4	522 Second St.
3774/48	533 Second St.
3774/44	536 Second St.
3775/5	544 Second St.
3774/64	545 Second St.
3774/45	555 Second St.
3774/31	599 Second St.
3788/38	634 Second St.
3788/2	640 Second St.
3788/2A	650 Second St.
3788/43,44	670 Second St.
3788/15	685 Third St.

MAP 5
BUILDINGS OF ARCHITECTURAL AND / OR
HISTORICAL MERIT

..... Proposed Second/Townsend Historic District



Significant Buildings



Adaptive reuse of these landmark buildings should be encouraged as a means of facilitating the retention and sensitive rehabilitation of these structures, particularly the more vulnerable and costly to rehabilitate unreinforced brick buildings. If the building is designated as a landmark and should retention of these structures prove to be infeasible based on the array of permitted uses within the subject district, the City Planning Commission should be allowed to approve, with conditional use authorization, the conversion of use within the existing building envelope to any use permitted as a principal or conditional use within any of the South of Market use districts, exclusive of nighttime entertainment activities. These uses should be permitted only when it is concluded that it is the only feasible way economically to insure the preservation of a designated landmark building, and when deemed appropriate to the preservation of the qualities which make the building important.

In addition, when it is concluded that it is the only feasible way economically to insure the preservation of a designated landmark building, and when deemed appropriate to the preservation of the qualities which make the building important, the Zoning Administrator should be allowed to reduce or relieve the property owner of on-site parking and/or freight loading requirements through an administrative review process.

POLICY 4

Preserve areas which contain groups of buildings of historic, architectural, or aesthetic value and which are linked by important historical or architectural characteristics.

In some areas of the SOM, there are grouping of buildings with similar physical characteristics or historical background. These areas take on a unique quality which is traceable to the prevailing style or the history of the buildings. Some buildings are, individually, of landmark quality. The buildings which are not of individual architectural or historical importance often provide a complementary setting and context within which to view the individual landmark quality buildings. These contributory buildings create a visually distinctive environment and impart a sense of place and identity for the district. They aid in defining and maintaining the character of the district and, as such, their preservation takes on an increased importance. In many cases, the loss of any one of the contributory buildings, although not of individual landmark quality, would diminish the visual prominence of the landmark buildings within the

grouping, and may substantially alter the contextual setting and special character of the district. Whenever possible, these contributory buildings should be preserved.

The area shown on Map 5 contains clusters of landmark quality and contributory structures and appears to be an appropriate area for an Historic District. The Landmarks Advisory Board should explore the desirability of creating such a district. The significant and contributory buildings within the boundaries of the suggested district are listed in Table I.

OBJECTIVE 9

IMPROVE NEIGHBORHOOD LIVABILITY IN THE SOUTH OF MARKET BY PROVIDING ESSENTIAL COMMUNITY SERVICES AND RESOURCES.

South of Market community services and resources have been a neighborhood concern for many years. Previous studies and current inventories of neighborhood-serving human service providers reveal underserved segments of the South of Market population. The diversity of the 10,000+ South of Market residents pose difficulties in conveniently, effectively and affordably meeting their varied community service needs. The multi-cultural nature, low incomes, age characteristics and homeless segments of this neighborhood often require community services to be tailored to specific population groups.

Accessible primary health care and other community services should be available throughout the South of Market. The location of community services tailored to specific in-need populations should be carefully evaluated in order to maintain and improve neighborhood livability.

POLICY 1

Encourage the careful location and expansion of essential neighborhood-serving community and human service activities throughout the South of Market, exclusive of the residential enclaves.

Location of human service activities, such as health and day care centers, recreation programs, cultural centers, employment and tenant counseling programs, information and referral programs, senior escort and transportation services, and other essential services required of the area's residents including the elderly, frail, homeless

and medically needy individuals should be encouraged in the SOM. The City should facilitate the careful location and expansion of essential substance abuse, mental health or temporary shelter programs while limiting the concentration of such activities within any one neighborhood. Within the residential enclaves, some human service activities should be allowed in existing non-residential, nonconforming buildings with conditional use authorization by the City Planning Commission.

Certain human service activities, such as “homeless” shelter programs, food programs, substance abuse programs and mental health and other board and care facilities, should be carefully sited within the SOM and should be permitted only as a conditional use within the SOM, exclusive of the residential enclaves where they should not be permitted. Adequate police, street cleaning and other such services should be provided to the area when these human service programs are located within the SOM.

POLICY 2

Encourage the location of neighborhood-serving retail and community service activities throughout the South of Market.

Although neighborhood-serving retail activities have been permitted as a principal use throughout the SOM under present zoning controls, the area remains conspicuously deficient in convenience retail and personal service activities such as laundromats, a supermarket, late hour and weekend low-cost restaurants, automatic teller machines, shoe repair and the like. The City should actively encourage the location of these activities throughout the SOM and particularly within the densely residential areas. Additionally, non-profit community service programs serving SOM residents are in need of larger, more conveniently located space and should be encouraged to locate within the area.

POLICY 3

Make better use of existing recreation and open space resources and facilities within the South of Market.

The South of Market is deficient in private open space resources such as rear yards, decks or balconies. Public open space and recreation facilities in the South of

Market area are also very limited. Therefore it is very important that existing facilities and programs be maintained.

The Recreation and Park Department has an agreement with the Board of Education to share in the use and maintenance of Bessie Carmichael School as a children’s play area. This cooperation needs to be maintained and, if possible, extended to increase the play areas, equipment and hours of operation.

Nearly one-third of the seniors (over 65 years of age) living in the Yerba Buena Center (YBC) area regularly use the undeveloped open space on top of the Moscone Center. At present this open space consists of a paved walkway which widens into a large gravel-covered rooftop area containing planters with seasonal flowers and curved concrete walls defining planting areas. In its present form it is a rather sparse, unattractive and uncomfortable rooftop open space and seems ill-equipped to serve the nearby senior population. It is, however, the only public open space in the immediate area, and has the potential of serving a very large number of area residents, workers and visitors. The City should work with the designers of the proposed Yerba Buena Gardens (YBG) project to encourage the redesign and improvement of existing open space resources within the YBC area including the provision of adequate safe, clean, quiet, and sun lit seating and resting areas and passive recreation programs to serve the various nearby population groups, particularly the large concentration of elderly residents.

Community gardens around YBC have proven very successful in providing outdoor passive recreation, sitting and gathering spaces for the area’s senior citizens. These resources should be further encouraged.

POLICY 4

Create new parks and recreational facilities for the enjoyment by area residents, workers, and visitors.

Presently, only three public open spaces exist in the South of Market area: South Park, an oval-shaped open space of less than one acre surrounded by residential and commercial development; landscaped areas on top of the Moscone Center; and a (0.22 acre) minipark at Langton and Howard Streets, consisting of a children’s play area, grassy areas, and sitting facilities. In addition, there are two paved playground facilities, one at Bessie

Carmichael School located at Folsom and Columbia Streets and another at the Filipino Education Center located at Fourth and Harrison Streets. A 1.9 acre site at the corner of Sixth and Folsom Streets is presently being developed as a park and recreation facility.

Potential new parks in the eastern SOM include a 5 to 7 acre Rincon Point Park to be located on the waterfront, south of the Ferry Building; and a 5 to 7 acre South Beach Park to be developed at Second and King Streets. Both of these parks will serve the eastern portion of the SOM area, far distant from the major concentrations of existing SOM residents. Additionally, a variety of open spaces totalling 6.25 acres are planned for the central block of the Yerba Buena Gardens bounded by Mission, Third, Howard and Fourth Streets. Since this project is located in close proximity to major concentrations of senior housing, these spaces should be designed with the special needs of this population in mind.

Even after these proposed parks have been built, the western SOM, which has a sizable residential population, will remain deficient in open space. New open space should be created within this area. Residents of the area overwhelmingly favor one large park with grass, trees, and flowers over several mini-parks. In addition, pedestrian circulation systems, linking major transit and open space facilities need to be developed and maintained. Townsend, Bluxome, Ritch and Second Streets should be improved and landscaped as attractive open space and pedestrian networks serving the Second and Townsend Streets office corridors.

Acquire a large park site.

The City should acquire a major open space/park site within the western SOM and develop it as a large soft surface and informal park with enough space for active turf sports, play areas for pre-school and school age children, and green landscaped spaces for teens, adults, and seniors in different social groupings. The park and park use program should be developed according to the stated preferences of residents and should complement the uses of the proposed Sixth/Folsom Street park and recreation facility.

Establish an open space requirement for new commercial/industrial developments and conversion of space to office use.

Publicly accessible open space resources should be required to be included in the project design of new commercial, institutional, service, industrial or mixed

use developments. New office development and conversions of space to office use should provide publicly accessible open space resources. This open space should be designed to be accessible to area workers during weekday hours and to area residents during both weekday and weekend day and early evening hours. It is envisioned that small, landscaped areas could be designed within the project site to provide attractive table and sitting areas for lunchtime eating and socializing by area workers. These same spaces could be used by area residents for family gatherings, picnics or barbecues on the weekends. Small lot-lots could be used by area residents throughout the weekday and weekend daylight hours. Blank building walls could double as handball or tennis backboards. A wide variety of simple and inexpensive passive and active recreational elements should be incorporated into the project design to provide essential open space resources to area workers and residents. The private development would be responsible for costs associated with the design, development, insurance, regular maintenance and safe operation of this open space.

New office development should provide adequate usable and publicly accessible open space resources. These resources should be designed to provide clean, safe and convenient sitting, walking and eating places with maximum sun exposure and wind protection for area workers and visitors. This requirement should be allowed to be satisfied on public property and could be used to improve and maintain the Townsend, Bluxome, Ritch and Second Streets pedestrian network, any appropriate abandoned rail rights-of-ways, and any other open space/pedestrian walkway facilities serving workers and visitors of these office districts. Businesses operating exclusively during nighttime hours should be exempt from an open space requirement when it is infeasible to provide public access to such an open space during daytime hours.

Establish on-site open space requirements for all new residential development.

New residential development should provide adequate usable, unenclosed private or common open space resources (or solaria) easily accessible to project residents. Open space standards for each type of residential use should incorporate adequate flexibility in design, character and location of these open spaces in order to facilitate affordable in-fill housing development. In new mixed use developments, common, unenclosed residential open space areas should be provided as a rear yard, rooftop garden, or elsewhere on the lot or within

the development where it is clearly accessible to and for the exclusive use by the residents.

POLICY 5

Create a visually prominent, safe and clean pedestrian circulation network throughout the South of Market.

The SOM is deficient in both public and private open space. Most of the sidewalks are blocked by parked vehicles, stacked goods and/or trash and trash bins. Although deficient in formal open space resources, the SOM is sunny and warm, has attractive, low-scale development, and has views of the water and city's natural land forms. Re-establishing sidewalk space for the pedestrian and providing a visually prominent pedestrian circulation network would contribute to improving the quality and quantity of usable open space in the area. In some selected streets, particularly the residential side streets, sidewalk and street space could function as much needed play and recreation space.

Pedestrian Network.

The City should build on the pedestrian network established in the Downtown Plan (which includes the United Nations Plaza to Bessie Carmichael School linkage) by adding Howard, Folsom, Townsend, and Ninth Streets as pedestrian-oriented streets.

The feasibility of creating pedestrian-dominated streets (such as the popular European WOONERFS), incorporating sitting and play areas, within some residential enclaves should be explored. Pedestrian-dominated side streets, such as WOONERFS, consist of carefully designed combinations of parking, vehicular access, landscaped open space, pedestrian circulation and play areas sharing the public right-of-way. Through traffic is limited to pedestrians and vehicles serving adjacent residential or commercial/industrial uses. Some SOM side streets, such as the stub end of Natoma Street, would work very well as a pedestrian-oriented street, providing adequate parking and vehicular access to neighboring uses while creating safe and attractive open space and play areas in an area severely deficient in these resources.

One or two small mid-block parcels should be identified for development as attractive open space pedestrian through-ways serving as extensions of the pedestrian network in the area bound by Howard and Harrison,

Fourth and Fifth Streets. These pedestrian corridors should be designed to provide safe, clean, quiet and sunny sitting areas and other socializing spaces within comfortable walking distance to and from the large concentrations of senior housing.

The location of pedestrian-oriented retail activity along the ground floor frontage of buildings lining major thoroughfares within the pedestrian network should be encouraged. Concentration of pedestrian-oriented or cultural arts/entertainment activities would enhance and strengthen the prominence of the pedestrian network and would improve the safety, security and convenience of the pathway to its users.

Develop a street landscaping program.

A landscaping program for the South of Market, including the residential side streets and abandoned rail rights-of-way, should be developed. The installation of street trees should be required of new development and major renovation or conversions of buildings.

POLICY 6

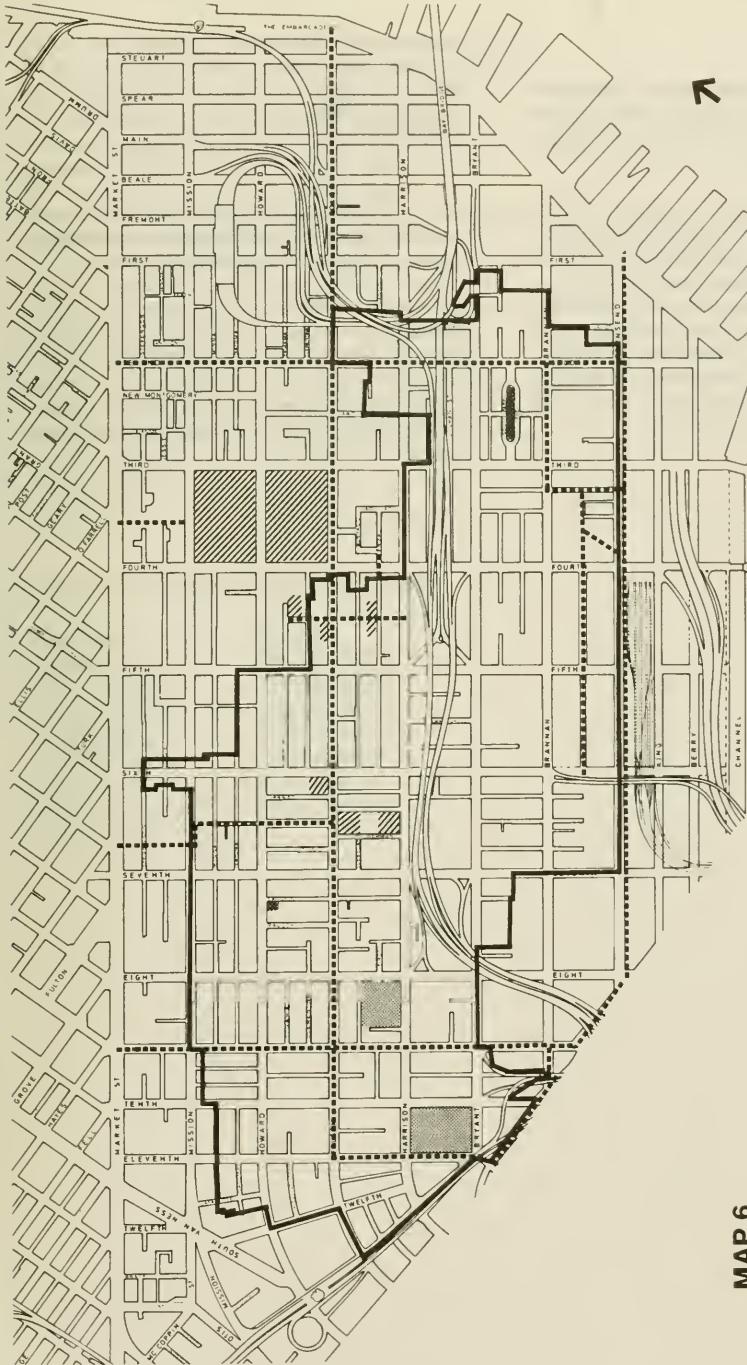
Improve street and sidewalk maintenance including enforcement of parking regulations, regular street and sidewalk cleaning, rodent eradication, and trash removal.

A major environmental problem in the SOM is the presence of rodents, pests and discarded trash throughout the densely populated residential neighborhoods. A thorough and regular rodent eradication, trash removal and sidewalk cleaning program would improve the quality of life within the SOM immeasurably.

The City should implement a comprehensive rodent and pest eradication program throughout the SOM and particularly within the residential enclaves.





The City should implement a comprehensive trash removal program throughout the SOM and particularly within the residential enclaves.

As budget permits, the City should maintain and improve street cleaning programs throughout the SOM and implement a regular sidewalk washing and cleaning program, particularly along the pedestrian circulation network, along Sixth Street, and in areas where charitable and social service programs for the homeless and hungry population are located.



MAP 6

PROPOSED OPEN SPACE AND PEDESTRIAN NETWORK

-  Existing Open Space
-  Proposed Open Space
-  Proposed Large Park Opportunity Site
-  Proposed Pedestrian Network

POLICY 7

Encourage the careful location and maintenance of public facilities such as public toilets, trash and debris receptacles, drinking water facilities, and benches.

The SOM is heavily traveled by pedestrian visitors, residents and workers. This foot traffic is expected to increase in the near future as pedestrian networks are established, day and nighttime retail activity is increased, and major open space resources are developed. It is important to provide convenience and litter control facilities to users of these resources as a means of improving and maintaining neighborhood livability standards, and simply facilitating and improving the enjoyment of these facilities by their users.

Public toilet facilities should be incorporated into all new public park or public recreation facilities along with sufficient funding for adequate staff, materials and programming resources in order to adequately accommodate the clean, safe, orderly, and convenient access to these facilities by area residents, workers and visitors.

Public trash receptacles should be installed and maintained throughout the SOM business and residential districts, particularly along pedestrian pathways.

Adequate street furniture, such as benches, street lighting, drinking water facilities, public phone booths, and trash receptacles, should be incorporated into pedestrian pathway landscape plans and programs. In addition, location plans and density controls for news racks and advertising signs should be developed for the South of Market area.

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